





# FORESIGHT

WHAT YOU NEED TO KNOW ABOUT ONTARIO'S WASTE REDUCTION ACTION PLAN



Environment  
Environnement

CONSULTATIONS HELD

## Stakeholders give strong support to public consultation program

Over 340 stakeholders responded to Ministry of the Environment's Initiatives Paper No. 1: *Regulatory Measures to Achieve Ontario's Waste Reduction Targets*.

They reacted during a public consultation program coordinated by the Waste Reduction Office (WRO). Over 20,000 copies of the paper were mailed to a variety of interest groups, including industry and trade associations, municipalities and schoolboards. Ninety-five presentations were made by WRO staff to groups requesting them.

The consultation started in October 1991, lasted more than four months and took comments and advice from a broad spectrum of stakeholders.

### Just what was said

The groups indicated their broad support for both the consultative approach and the package itself. There were, however, some concerns.

Ontario's packaging sector felt it was unfair that audit regulations did not apply to goods entering from out-of-province, claiming this would put their industry at a competitive disadvantage. They also felt the audit requirement program was inconsistent with the voluntary nature of the National Packaging Protocol.

Some groups had a general concern about deadlines. Most claimed it would be difficult (if not

impossible) to meet the mid-1992 dates set for waste audits, workplans and source separation. There was also concern over the "permit by rule" requirements: everything from the consultation process itself to the "onerous and restrictive nature" of the standards.

Some municipalities said they didn't have the authority to carry out the regulations.

There were also comments on what some groups felt was missing from the paper. For example, some felt regulations should cover

a greater number of municipalities and IC&I sectors, plus more materials for source separation. Others felt that the regulations seemed to focus almost entirely on recycling, to the exclusion of both reducing and reusing.

### Regs will change

Most groups appreciated the opportunity to react. WRO staff were impressed with the quality of the responses. *The office said the final version of the regulations will be influenced by the comments.*

Wherever possible, suggestions

will be incorporated.

All groups wanted feedback from the ministry on their reactions. To that end, the responses will be incorporated into a document to be published early in 1993. (Once available, you can have a copy mailed to you by calling (416) 323 4321 or 1 800 565 4293 or pick up a copy at the Ministry of Environment Public Information Centre, 135 St. Clair Avenue West, Toronto.)

WRO contact: Adam Ciulini  
(416) 314 4633

## What *FORESIGHT* does for you (And what you can do in return)

As far as waste reduction is concerned, Ontario has one simple, firm objective.

**Divert at least 25% of Ontario's waste from disposal by the end of 1992; divert at least 50% of it by the year 2000.** (See "Waste diversion at 21%", page 4.)

There is a plan to help us all reach that objective. The four point Waste Reduction Action Plan will:

- (1) Introduce *sensible* regulations to reduce valuable resources presently going to waste in disposal.
- (2) Develop and finance the technical systems needed to divert those *useful* resources back into the system.
- (3) Create strong, consistent markets for their re-use.
- (4) Provide everyone concerned with the *practical* information needed to help make the plan work.

*FORESIGHT* tells you what Ontario's Waste Reduction Office is doing – for its part – to make the Action Plan work. It brings you up to date on policies and programs, what they mean and how to implement them. It reports on many success stories and why they succeeded (And the ones that were less successful and what we can learn from their mistakes.)

But *FORESIGHT* can't be a one way street. To be truly useful, this newsletter must have your active participation. It must be a forum for your ideas, experiences, criticisms.

It must be an exchange centre and a proving ground for what works in the *real world* and what doesn't.

Let's make it work.

# Ninety-nine percent of waste paper recycled into consumable products

Closing the loop is the recyclers' dream. Closing the loop is a system whereby waste material is diverted back to a manufacturer and turned into useful products which are then re-sold to consumers.

City Forest Fibres of Toronto has helped create a perfect example of the closed loop. What's more, they're doing so at a profit. (This shows the importance of strong markets in developing an economically viable recycling system as stated in Ontario's Waste Reduction Action Plan.)

Their mother lode is in office waste papers, once considered a pariah in the recovery industry. "There was no big demand for the recovered fibres of office papers," said Al Metauro, president of two year old City Forest Fibres, "We had to help create a market. We knew the landfill fine paper bans were about to happen. That gave us the incentive."

It also gave them a few problems.

## A few problems

First came the mix problem. Office buildings generate hundreds of bags of waste daily. This waste includes paper and other materials, both recyclable and non.

They had to figure out a way to separate the papers from the garbage. The most efficient way was right at the source – at the desks of the office workers creat-

ing it. This created the second problem: how to get the cooperation of the office staff, then the property managers and cleaning crews. "It had to be a system that kept collection costs to a minimum. It also had to be incorporated into their current collection routine. Without their support, no system was going to work."

## Sitting down, working it out

First, City Forest identified each key partner in the loop: the generator, the hauler, the processor, the paper mill and the distributor.

Like all good ideas, their system was simple. They would provide each desk in the office building with two containers, one for paper, one for garbage. "They're like little Blue Boxes," said Metauro. "All the office worker has to do is choose the container." They would also provide the cleaning custodian with a two bag cart.

They took their proposal to the property managers of several large downtown buildings. The managers were more than willing to give it a try, particularly when it was pointed out that it could cut their hauling fees from \$6000 to \$7000 a month down to around \$4000. The reason? *With the new system, only 40% – the garbage part – would have to be trucked to landfill.* Another plus: they were responding to pressure from their tenants to "do something" about recycling.

The presentation of the program to the tenants was simplicity itself. The property managers invited a representative from each office to attend the launch, where the program was carefully explained. The representatives then went back and explained everything to their fellow workers. "Our launches are very successful," said Metauro. "Reception is enthusiastic and we've never had to repeat one yet."

## Eighty tonnes a day

Today the closed loop program

serves over 300 office buildings in the Greater Toronto Area.

Once trucked to City Forest, the office paper mix is broken into two categories: superior quality fibre and inferior. Superior becomes toilet paper, paper towels and tissues. The inferior category goes into building products. This "new office blend" is bundled into 1,300 pound bales, steel strapped and shipped to the mill, there to be converted into new products.

They process up to 80 tonnes a day. Ninety-nine per cent of it is recycled into products that will be re-consumed. (The remaining one per cent is "accidental" materials trapped in the mix: plastic and binders, coffee cups and the like.)

"We're taking the paper from close to 125 thousand people a day," said Metauro, "then putting it right back into the marketplace."

He has nothing but praise for his partners in this pioneering

closed loop system. Industrie Cascade, the Quebec paper mill, "spent millions to develop the technology to address the contaminants found in papers."

## "We're ready to fire."

What of the future?

"We see ourselves as managers of a system, as consultants," said Metauro. "We're a sort of glue that pulls all the components together. We've also managed to set the standard in the industry: 99% recovery. We'd like to help others improve their systems to help bring them up to that level."

"The model we're building here could be franchised out to any location where the legislation is in place to drive the community toward source separation."

"The city is our forest. Any city."

City Forest Fibres contact: Al Metauro  
(416) 297 7556

WRO contact: Jane Lister  
(416) 325 4421

# "Der grüne Punkt"

Germany's tough new Green Dot program guarantees collection, separation and recovery.

In Germany, "Der grüne Punkt" means The Green Dot. It also means far-reaching new legislation for German packagers, retailers and importers.

Retailers must now charge a deposit on packaging leaving the store. Deposits range from a third of a cent to 30 cents, depending on the size of the package. Refunds are given when the packaging is returned to the store.

Only the Green Dot designation avoids the deposit/refund hassle. To get it, packaging must (1) meet the legal recovery quota and (2) be picked up separately from the municipal waste recovery system.

The Green Dot program aims

to make sure the manufacturer takes responsibility for recovery. The little green dot on the package tells both retailer and consumer that its collection, separation and recovery is both guaranteed and exempt from deposit.

Under the new law, 50% of all packaging must be recovered between January 1993 and June 30, 1995. (There are specific quotas for cardboard, glass, plastic, metal, paper and its composites.) As of July, 1995, quotas change to 90% for glass, tin and aluminum, 80% for all other materials.

Failure to meet the quotas means the package can't carry the Green Dot indicator and therefore requires a deposit.

WRO contact: John Elstad  
(416) 325 4429

German contact: Consulate General of Germany (416) 925 2813

Percentage of Ontario's solid waste, by weight, made up of packaging:

20

# Broad consultation advances audit and reduction guidelines for Canada's packaging industry

Broad consultation was the key in turning Ontario's packaging audit and reduction guidelines into the national standard.

"No doubt about it," said Kathy Clarke, Waste Policy Advisor, in the Waste Reduction Office. Clarke pointed out that it was consensus that produced the National Packaging Protocol, a product of the Task Force to the Canadian Council of Ministers of the Environment.

She said the protocol outlines "how we're going to manage every aspect of packaging, from original design right up the chain to diversion from disposal. This includes timetables."

As a result, Ontario's Waste Reduction Office produced guidelines to help packagers do the audit and fulfill the packaging reduction work plans. "We wanted to make the job as easy as possible. To help packagers find out what they have and then what to do with it," Clarke said.

She added that the industry had a basic concern. "They told us our guidelines were strictly a provincial initiative. That they didn't apply across the country, which was both inefficient and unfair. They also said that any regulation at all was against the spirit of the protocol, which was based on voluntary compliance."

"So we took our Ontario guidelines to the Regulations Committee of the national task force," Clarke continued. "We worked with them for four months and produced a set of guidelines that would apply anywhere in the country. These became the Packaging Audits and Packaging Reduction Work Guidelines."

Clarke pointed out that these guidelines are now official and carry the CCME's stamp of approval.

"The consultations worked right across the board," Clarke said. "Ontario industry had a good point about making the guidelines national in scope. We listened, then talked to the federal body."

The result is that Ontario's guidelines are now the national standard. Consultation did it."

Clarke also said it was interesting to see what has happened since the guidelines were announced. "A number of industry associations approached us directly. They wanted to know how they could get up to speed," she said. "We brought about an action that might never have occurred."

Reduction in packaging is a key component to the success of Ontario's Waste Reduction Action Plan.

WRO contact: Kathy Simpson  
(416) 314-4631

## Tell us what you think

*We need your comments, ideas, complaints, reactions, queries. Every letter, every fax, every phone call helps. The material we publish may be edited for length, but we'll do our best to make the editing reflect your meaning as accurately as possible. Contact: Jane Hargraft, editor, FORESIGHT, Ministry of the Environment, 135 St. Clair Ave West, Toronto M4V 1P5.*

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416 323 4340  
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416 323 4643

## MUNICIPALITIES

### Nine communities to give home composting a revitalizing boost

The Ministry of the Environment is determined to increase participation in home composting.

Nine\* model communities have been selected to demonstrate methods that could more than triple present numbers. Ontario's goal is a total of 2 million home composters up and running in the next two years.

Advantages are numerous. The householder is involved in a visible and rewarding process. Home composting is very cost effective. Investment is minimal. The result provides a free and effective soil conditioner.

MOE investment in the process is already considerable. The ministry's 3Rs Funding Program has contributed \$12 million to help

over 300 municipalities distribute some 500,000 composters. An additional 250,000 have been approved for funding. That will cover about 30% of the estimated 2.5 million backyards in the province. (Funding provides both capital and promotional cost grants, plus planning and public education.)

At the moment, Ontario leads all North American jurisdictions in home composting.

#### Good, but not good enough

Remarkable as this may be, the ministry points out that home composting must be expanded if Ontario's 50% waste reduction target is to be reached by the year 2000. They also point out that about one third of our present residential

waste stream is food and yard material that could be composted.

Results of the demonstration models will be closely monitored and reported in FORESIGHT.

\*The communities with the program already in place:

Cornwall – July '92  
North Bay – Winter '92  
Township of West Garafraxa – October '92  
Barrie – October '92  
Brockville – October '92  
Kingston – September '92  
Northwest Ontario Recycle Organization – September '92

Programs to come:  
Grand Bend (Blue Water Recycling Assoc.) – Spring '93  
Parry Sound – Spring '93

WRO contact: Brian Van Opstal  
(416) 314-9405

# Master plans – why some succeed, why others don't

*"... to support and encourage municipalities in the development and implementation of plans aimed at meeting and even exceeding the Province's waste diversion goals."*

From "Waste Management Planning In Ontario", Initiatives Paper No. 2, Waste Reduction Office

It seems simple enough.

Municipalities are to produce a plan to complete a long term waste management strategy. Both waste diversion and disposal should be addressed.

Simple, but not easy, at least, not always. Most municipalities

succeed in the task, moving through the process with relative ease. But others stumble and halt, often with disastrous results. Why?

There are a number of obvious problems to overcome. For a start, it's a big job. There's usually an assortment of groups involved, often with diverging agendas. Close co-operation is needed, not only within the jurisdiction itself, but between the municipality and other jurisdictions. Finally, the process requires sustained doses of a sometimes elusive commodity: a willingness to change. That has to be followed by another willingness – to make the decisions to make the changes.

But these problems are more or less common to all municipalities, regardless of size or location. Why is it that one is able to produce a workable master plan and another isn't? What specifics are at work?

Hans Mooij, supervisor for municipal waste planning for the Waste Reduction Office, has been with the program since 1988. To him, there's no question about the most important elements for success.

## What works

"Open versus closed communication," Mooij said. "If I had to pin success on one quality it would be openness. Take Dufferin County. The first thing they did was to create a dedicated public liaison committee. All their steering committee meetings were open. The community always knew what was being proposed – every step of the way."

Choosing a landfill site is one

of the most contentious issues. When it came time to tell potentially affected owners that their land might be near a landfill, the steering committee took no chances on any misunderstandings. Chairman Doug Thomson went door to door and talked personally to each owner.

The result of such painstaking effort? In four years the nine partner municipalities developed a complete waste management plan, including both 3Rs and diversion strategies. They checked out 19 possible landfill sites and have narrowed the choice down to one. "They're about ready to submit their Environmental Assessment document," said Mooij. "It's a blue print on how it should be done."

## Strong leaders, tough agenda

Mooij would put strong leadership next. "Firm leaders pushing a clear, open agenda." He then cited Huron County: "strong project and budget management, sound decision making practices."

He also cited active political support. "Their leaders weren't afraid to put up some unpopular propositions, then insist they be dealt with," he said.

## What doesn't work

"Closed doors," said Mooij. "hidden agendas – they all lead to one thing – an infuriated public."

He said an infuriated public can have a disastrous effect on a municipality's master plan. "If it isn't done in the open, with full consultation, plans can come off

the rails. Communities that began with a public consultation program that was both pro-active and involving and put a great deal of emphasis on diversion now have a good program."

## Better government systems

Mooij is the first to admit that some problems came from government.

"There are three advisers on every study," he said, "one from the Waste Reduction Office, one from the Environmental Assessment Branch, one from the regional office. Sometimes one would give advice that directly countered the advice of another."

The lines of communication within the Ministry have been tightened, he said. "We're trying for a one window/one voice approach. Everybody putting out the same message."

There were also complaints that there was very little written information for the study groups.

That's all changing. The WRO is developing a kit: "A Guide to Municipal Waste Planning". It's a recipe style "how to" kit, a step by step guide through the entire process – from preplanning through to execution. They're also producing a policy reference guide: clear explanations of the relevant policies and the legislation they sprang from.

"We are listening and learning," Mooij said. "So are our clients."

WRO contact: Bev Hallam  
(416) 314 4637

## Regional Contacts

*This huge province is divided into six regions for your geographic convenience. Each region has its own waste management coordinator, each of them ready to help you with information or advice on every aspect of waste reduction. Call them by all means.*

### Southwest (London):

Gary Kay  
(519) 661 2252

### West Central (Hamilton):

Alison Braithwaite  
(416) 521 7664

### Central (Toronto):

Sharon Hogan  
(416) 424 3000

### Southeast (Kingston):

Rick Horris  
(613) 549 4000

### Northeast (Sudbury):

Gareth Mongraine  
(705) 670 3284

### Northwest (Thunder Bay):

Pat Inch  
(807) 475 1723

# Waste diversion at 21% Minister announces

Estimates for 1992 show that at least 21% of Ontario's waste had already been diverted from disposal, Ruth Grier, Minister of the Environment announced last fall.

The minister said the figure was conservative. It is based on reports from municipalities representing just 80% of Ontario's population and covering only the first six months of 1992. Further, it does not include any reduction in IC&I waste going to private disposal inside or outside the province.

"I think our waste reduction efforts are right on target," said the Minister. "With a little more effort, we can meet or exceed our 25 per cent goal by year end."

(Editor's note: the updated diversion figure for the end of 1992 will appear in our next issue.)

# How Domal Envirotech takes recycled tires to the bank

Domal turns recycled rubber tires into superior collars and risers for sewer access covers and catch-basins.

Best news: each Domal collar consumes at least 36 used (and heretofore useless) tires.

Over 80 collar/riser combinations have been installed in Canada since November, 1991. Eight municipalities have benefited so far, including Metro Toronto and Edmonton. (Ottawa and some U.S. cities are scheduled next.)

Once in production, it's expected the products could recycle more than 10% of the waste tires

in the province, an estimated 10,000 tonnes.

Street surfaces simply deteriorate under constant pounding from vehicles. Freeze/thaw cycles and earth tremors contribute to the damage. Deterioration is especially prevalent around access covers and catchbasins. The resulting maintenance is both constant and expensive. For example, conventional asphalt repairs can close a road for a day or two. Domal collars can be installed in an hour, two at most!

So far, tests show the Domal system is superior to the conven-

tional cast iron and asphalt combination. The rubber absorbs vibration, expansion and contraction and blocks moisture. The binder (cold mix asphalt and a thermoplastic polymeric) produces a more resilient seal between road surface and collar. The raised studs on the surface of the collars provide skid resistance.

A \$19,500 Industrial Waste Diversion Program grant from the Ministry of the Environment helped Domal develop the moulds for the new products. Another \$227,500 has been approved to help the company build a full scale

production line. MOE also paid for the Ministry of Transportation to test installations.

The ministry isn't alone in recognizing Domal's innovative skills. Last April, the firm received the Recycling Council of Ontario's Outstanding Market Development Award.

Domal contact: Fred Swirklys, (416) 698-8213

WRO contact: Bruce Wilson, (416) 314-4639

Percentage of Ontario's solid waste, by weight, generated by residential households:

# 40

## Recycled Materials Prices – 1991

Source: Recycling Council of Ontario monitoring system

**Caution:** These prices for the average price per tonne are estimates only. Those quoted here are exclusively from those reported by programs funded by the Municipal Recycling

Support Program. In addition, a number of variables within the regions have not been factored in: market conditions, f.o.b. factors, quantities sold, etc.

REGION	CENTRAL	GREATER TORONTO AREA	NORTHEAST	NORTHWEST	SOUTHEAST	SOUTHWEST	WEST CENTRAL (NORTH)	WEST CENTRAL (SOUTH)
ALUMINUM	\$ 619.20	\$ 241.68	\$ 870.38	\$ 866.00	\$ 138.14	\$ 594.99	\$ 679.33	\$ 853.28
BATTERIES						1.00		
FINE PAPER	54.68	61.86		12.00		36.11	61.03	
GLASS – CLEAR	60.00	52.63	57.63	66.42	61.36	60.16	40.63	64.36
GLASS – COLOURED	60.00	43.92			57.45	61.29	66.14	64.90
MAGAZINES		19.51		35.40				
MISCELLANEOUS	15.14	54.40						
NEWSPAPER	5.55	23.78	26.48	43.77	44.13	17.11	14.68	15.54
OCC	28.04	22.11	35.33		35.22	39.80	25.57	
PLASTIC – MIXED						140.44		
PLASTIC – PET	200.00	244.59	384.26	192.06	296.08	188.83	153.97	205.78
PLASTIC – RIGID								159.53
SCRAP METAL						15.40		
STEEL	35.40	62.21	82.98	55.17	68.72	39.55	63.60	68.50
TELEPHONE BOOKS		10.00						

**Key to Regions:** CENTRAL: Haliburton, Muskoka, Northumberland, Peterborough, Simcoe, Victoria GREATER TORONTO AREA: Durham, Halton, Peel, York NORTHEAST: Algoma, Cochrane, Nipissing, Parry Sound, Sudbury, Timiskaming NORTHWEST: Kenora, Rainy River, Thunder Bay SOUTHEAST: Dundas, Frontenac, Glengarry, Grenville, Lanark,

Leeds, Lennax & Addington, Ottawa-Carleton, Prescott, Renfrew, Russell, Stormont SOUTHWEST: Bruce, Elgin, Essex, Grey, Huron, Kent, Lambton, Middlesex, Oxford, Perth WEST CENTRAL (NORTH): Duffern, Waterloo, Wellington WEST CENTRAL (SOUTH): Brant, Haldimand-Norfolk, Hamilton-Wentworth, Niagara

# Northern recycling chair says Blue Box program alive and well

Mel Fisher gives spirited defense of his area's recycling activities

Our Blue Box program is alive and well and operating pretty much as expected," says Mel Fisher, chairman of the Northwest Ontario Recycle Association.

Fisher denies that the province-wide Blue Box program is in danger of floundering economically. Although current prices for secondary materials are lower than he'd like, Fisher says that just reflects a temporary excess of supply. "Prices are improving." In fact, he said markets for newspapers are firm and the price has gone up over the past year. The price of aluminum has started to rise. "The exception is glass and we're developing local uses for that product."

**Only one fifth of one per cent** Recycling represents a relatively small proportion of the municipal budget, the chairman said. As an example, he pointed out that Dryden's share is only one fifth of one percent of the total. "And our Blue Box program is only about five per cent of Dryden's total cost of handling garbage," he said. "Surely not an intolerable burden."

## Takes over where it should

Fisher scoffed at the economic argument that Blue Box programs aren't profitable in business terms, that revenue does not cover expenditure. "Of course it doesn't. If recycling could be done at a profit, the private sector would be doing it full tilt. They aren't, and that's precisely where the Blue Box program comes in, taking over where the private sector leaves off."

He also pointed out that business does recycle where its profitable. "You'll see scrap metal, paper and cardboard dealers in every city."

## Another good reason

An efficient Blue Box program also helps relieve the landfill problem, the chairman said.

"Buried material does one of three things. Stays as it is, breaks down and emits as methane – a greenhouse gas 20 times worse than carbon dioxide – or exits as pollution in the groundwater."

None of these side effects is consistent with the concept of sustainable development, Fisher pointed out. "So if you subscribe to that concept – and I certainly do – it must follow that landfilling is an unacceptable technology."

But right now we have no alternative to landfill for some materials, so we still have to do it. Our job is to do everything reasonable and practical to minimize it."

## Some hard numbers

Fisher said the Northwest Recycle program was "an actual operating program. It recycles glass containers, steel, aluminum, PET pop bottles, newspaper, white paper and telephone books "for some 55,000 people scattered all over Northwestern Ontario."

"Contrary to rumour, these products are being sold to real customers," the chairman said. "Our actual gross operating costs are about \$12 per capita per year. Our net cost after sales and ongoing support is about \$5 per capita. We estimate the avoided cost of landfilling at \$2 per capita per year. This leaves a net cost of \$3 per capita to the municipal taxpayer."

Fisher pointed that the Northwest Recycle program carries a special burden. \$75,000 a year in extra trucking costs. "The 25 towns we serve are scattered all over the map. When you factor in highway travel, our program is costlier than urban situations in the south. But we're still

operating."

Fisher is convinced the program has the support of its citizens. "Walk down the street of any of the towns we serve and ask the first ten people if the Blue Box program is worth the money. My guess is that seven would give you an enthusiastic yes, two would say 'probably' and the tenth wouldn't have an opinion."

"Recycling is reasonable and practical. It works. That's why enlightened administrations are doing it."

**Note** By press time, Mel Fisher had resigned to run in the next federal election. ED.

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WRO contact: Brian Van Opstal

(416) 314 9405

## Practicing what we preach

Let's apply the 3Rs to the disposal of **FORESIGHT** itself. **Reduce it:** if you don't want future issues, let us know, we'll take you off the mailing list. **Reuse it:** when you're finished reading, pass it on. **Recycle it:** Put it through your recycling system. If you don't have a system, return it to us.



The **FORESIGHT** newsletter.  
What you need to know about  
Ontario's Waste Reduction Action Plan

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